

**ALAMEDA COUNTY
PROBATION DEPARTMENT**

PHILOSOPHY AND SERVICES

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THE PHILOSOPHY OF PROBATION SERVICES
IN
ALAMEDA COUNTY

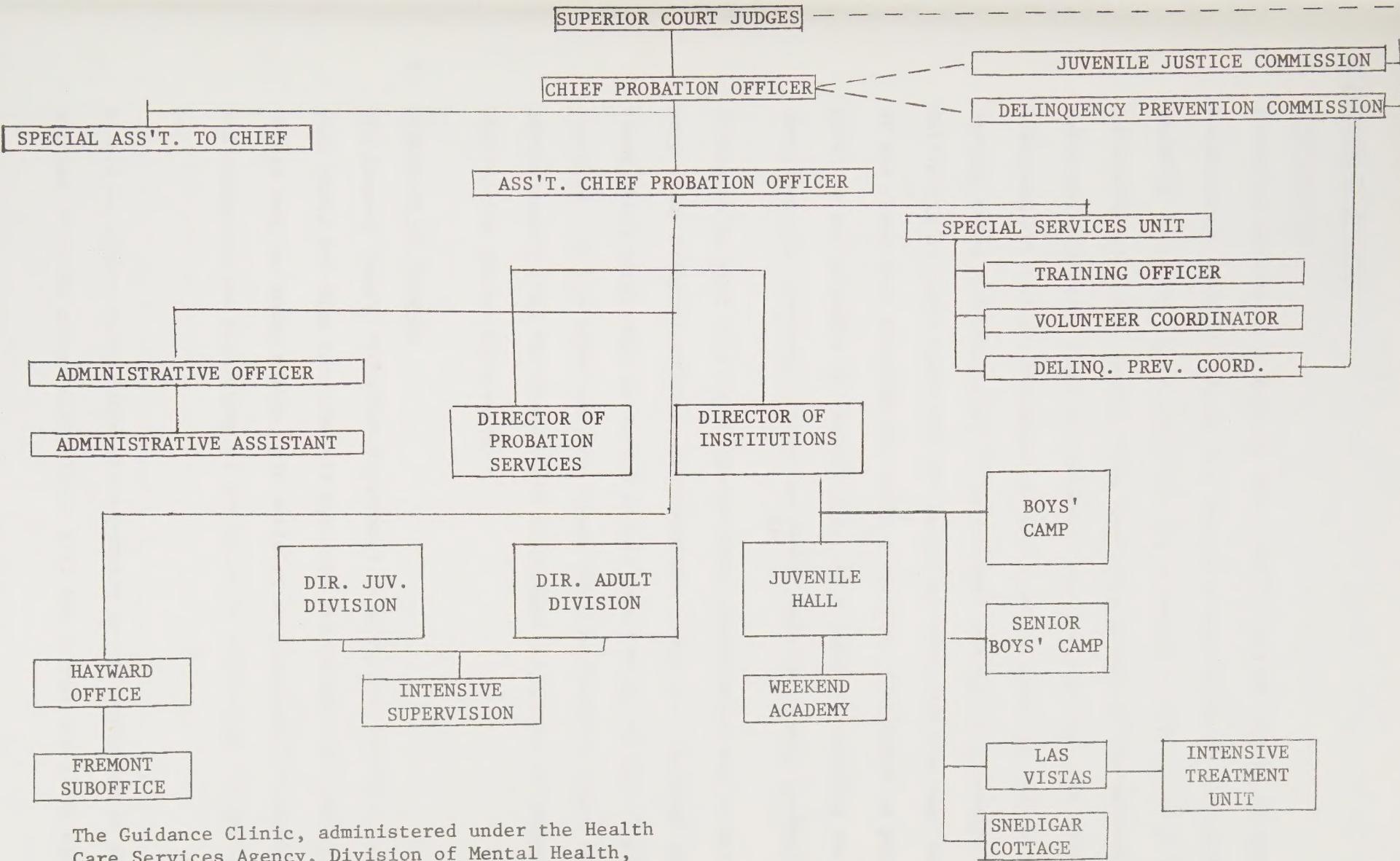
Preface

It is the purpose of this brochure to acquaint interested citizens with the preventive, protective and rehabilitative functions of the Probation Department of Alameda County, to show how modern theories of treatment have been brought into harmony with practices which have been found to be effective by this agency in the performance of its duties assigned to it by law.

In explaining our functions, our goals, our problems and our organization, we will discuss our views and theories about crime and delinquency and we will make an effort to clarify our philosophy and its practical implications. This booklet, however, is primarily a report on a working agency -- how it does its most important jobs: Prevention, rehabilitation and community protection.

James D. Callahan
JAMES D. CALLAHAN
CHIEF PROBATION OFFICER
OF ALAMEDA COUNTY

Revised, July 1973



The Guidance Clinic, administered under the Health Care Services Agency, Division of Mental Health, provides services to the Adult Division, Juvenile Division and Juvenile Institutions Division.

PROBATION DEPARTMENT ORGANIZATION STRUCTURE

Line of Authority

Consultative Capacity

STATEMENT OF PURPOSE

A. Introduction

Probation emerged as a part of the criminal justice system in response to humanitarian concerns and to the rise of social sciences. It provided a means of avoiding the dehumanizing and destructive influences of prolonged incarceration and of implementing knowledge gained by the burgeoning behavioral sciences. Although probation has roots in the last half of the 19th Century, the establishment of the juvenile court at the turn of the century marks the beginnings of the current concept of probation. The California Juvenile Court Law was passed in 1903, and the same year sections of the Penal Code provided for adult probation. The focus on psycho-social problems and attempts to resolve these as a means of avoiding recidivism describes the treatment concept currently underlying most probation systems.

Probation is part of a total correctional system which has at one extreme very minor forms of official interventions (such as a warning) used for those whose misconduct is viewed as non-threatening and not likely to be repeated. At the other extreme, there are interventions (such as long-term imprisonment) used for those whose misconduct is viewed as dangerous, destructive and/or repetitive.

B. Statement of Purpose

The Alameda County Probation Department is dedicated to the principle that those for whom services are provided are capable of constructive change and, as human beings, are entitled to dignified treatment, respect and consideration regardless of how minor or short-term the service might be.

We are an agency established and supported by the community to work as a unified force in cooperative effort with the courts and other agencies, with

persons whose behavior is viewed as deviant from social norms--as defined by law. Our principal goal is that of reintegration of the offender into the community to the point where he acts in accord with the laws of that community. Our services must be assessed in terms of their effect on reaching this goal. The greater the offender's alienation from the community, the greater the likelihood of his using unacceptable means of meeting his needs and greater is the task of assisting him in his integration into community life. We recognize that there are persons for whom probation services are inadequate and/or inappropriate. Some need control and restraint provided by other parts of the correctional system. Others, although designated as law violators, are living lives which are basically in equilibrium and need very minor services, if any.

In our relationship with the offender--our client--we seek to identify and explore the client's problems, to examine causes and to select from a variety of available interventions those which seem consistent with the client's motivation and capacities, and with our policies, expectations, capacities, and limitations. Programs may take the form of confinement, specialized placement, insistence on routine compliance with court orders, referral to other agencies, family or individual counseling, group treatment and activities in which the probation officer plays an intermediary role.

The relationship with the client and the interventions used must be planned, continuously evaluated, and, if necessary, modified in terms of the client's community adjustment. Once satisfactory adjustment is achieved by the client, consideration must be given to termination of services, to freeing the client from the correctional system and setting into motion legal processes which signify his successful departure--his reintegration into the community.

In maintaining our creativity and professional vitality, we must continuously examine and assess our knowledge, techniques and procedures, keeping what is useful and discarding what is not. We must remain aware of new and relevant knowledge and be willing to experiment, to accept and integrate innovations which are found to be workable and which assist in the achievement of the agency's goals.

I. BACKGROUND INFORMATION

A. RESPONSIBILITIES

The duties and responsibilities of the Probation Officer are prescribed by law. These have been set forth in the Welfare and Institutions Code and in the Penal Code of the State of California. The responsibilities of the Probation Officer fall into two general groups: child welfare and the administration of criminal justice, particularly in the field of correction and the treatment of offenders. According to these codes, the Probation Officer, as the Chief Administrator, is responsible for the operation of a large and complex department. In the interests of efficiency and operation, the work of the Alameda County Probation Department is divided into three major functional areas: The Juvenile Division, Adult Division, and the Juvenile Institutions (Juvenile Hall, Chabot Boys' Ranch, Las Vistas, and the Senior Boys' Camp).

The efficient and successful operation of the Juvenile Court largely depends upon a well organized staff of Deputy Probation Officers and Child Welfare Workers. In the Juvenile Court, more than in any other judicial branch, the Presiding Judge must rely upon the assistance of the Chief Probation Officer and his staff of deputies. Similarly, the Adult Courts (both Municipal and Superior) are relying more and more upon the help of the Probation Officer who screens and evaluates the personal histories of convicted offenders appearing before the Judges.¹

B. SYMPTOMS

Delinquency is a symptom. When a person commits an offense, he does so for a reason. Children, for instance, are not born to be delinquent; they become maladjusted or delinquent and they may perform anti-social acts as a result of the experiences they have as they grow up. Delinquent behavior may be considered a symptom just as a sore throat, or a pain, or a headache is a symptom which tells the physician that there is something wrong with the organic processes of the body. In much the same manner, the child who engages in delinquent acts tells the Probation Officer that something has gone wrong with his social development.

C. DELINQUENT BEHAVIOR

There is no single cause for delinquent behavior. In science, fortunately, certain laws have been discovered which enable us to predict that a particular cause will bring about the same results every time the experiment is repeated under the same conditions. For instance, if we apply enough heat (cause) to water, steam (effect) will result. Thus, we can speak of direct cause-effect relationship in science. But no such simple relationship exists between delinquent behavior and the causes which bring it about.

¹As of July, 1973, the Chief Probation Officer of Alameda County is assisted by 294 Deputy Probation Officers (excluding personnel assigned to the Juvenile Hall).

It has often been observed that two children may behave in the same way; each of them may steal a coat, but each of them may have entirely different reasons for this act. To take another aspect: two children who have the same reasons for being unhappy may behave in totally different ways, one may run away and the other may steal a coat. The very complexity of human behavior, delinquent or otherwise, prevents us from assigning a simple or single cause to a given act. However, we do know that under certain conditions there is increased probability that a child will behave in a delinquent fashion.

D. ENVIRONMENTAL FACTORS

Environmental factors are important. The environment in which a child is reared -- his neighborhood, his school, and his community -- has an important influence in shaping him into the kind of person he becomes.

Of this, however, we are firmly convinced: that a good healthy community will tend to produce a good crop of children with a minimum of delinquency, and that even under adverse conditions, there has been no startling increase in delinquency.

We should try, therefore, to create sound, healthy environmental situations for our children, including:

1. Educational opportunities;
2. Recreational facilities;
3. Adequate housing;
4. Job opportunities;
5. Adequate economic standards.

E. PSYCHOLOGICAL AND EMOTIONAL FACTORS

Psychological and emotional factors are basic. Most of our character traits are learned in the home, particularly during the first few years of life. In view of the fact that psychological and emotional factors are primarily acquired in the home, it becomes possible to overcome a bad environment through a good home and healthy family relationships. Nevertheless, the type of good environment previously described is highly desirable and remains the responsibility of the community as a whole.

As a general summary we can list three important factors:

1. Parents should set a good example because a child learns more from watching and imitating them, than he learns from listening to the spoken word.
2. The home atmosphere should be happy. Delinquent behavior is unlikely to occur where real affection exists for the children, and where mutual respect for the dignity and integrity of the individual are the keystones of family life.

3. Discipline, if it is to be effective, must be consistent and should be administered purposefully.

II. THE JUVENILE COURT

A. JURISDICTION

The Juvenile Court has a wide and flexible jurisdiction. The purpose of the Juvenile Court Law is:

". . . to secure for each minor under the jurisdiction of the juvenile court such care and guidance, preferably in his own home, as will serve the spiritual, emotional, mental, and physical welfare of the minor and the best interests of the State; to preserve and strengthen the minor's family ties whenever possible, removing him from the custody of his parents only when his welfare or safety and protection of the public cannot be adequately safeguarded without removal; and, when the minor is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents. This chapter shall be liberally construed to carry out these purposes".²

The Juvenile Court, in effect, has two goals: to help the child and to protect the community. The jurisdiction of the Juvenile Court, therefore, extends to any person under the age of 18 years who violates a law, who is a habitual truant, who is in danger of leading an idle, dissolute or immoral life, or children who refuse to obey the reasonable and proper directions of their parents or school authorities.

The Juvenile Courts also have jurisdiction over any person under the age of 18 years who has been abandoned, neglected, or abused. This means that the child may have no parent or guardian or that he has a parent or guardian who is not willing or capable of exercising proper parental control, or whose parents are morally depraved or unfit.

B. ESTABLISHMENT AND FUNCTIONS

Half a century of operation has justified the existence of the Juvenile Court. Juveniles in California used to appear before Adult Courts, but in 1903, the Juvenile Court Law was passed, establishing the Juvenile Court in California. According to California Welfare and Institutions Code:

Sec. 550 Provides that each Superior Court shall exercise the jurisdiction conferred by this chapter (Juvenile Court Law), and while sitting in the exercise of such jurisdiction shall be known and referred to as the Juvenile Court.

²Section 502 Welfare and Institutions Code.

Sec. 551 States that in counties having more than one Judge of the Superior Court, the Judge of such Court shall annually designate one or more of their number to hear all cases under the chapter.

Today the Juvenile Court is concerned with the many children who become known through official agencies of the community as behavior problems every year. This includes children who come to the attention of officials through no fault of their own; for instance, when reports are confirmed that they need rescue or protection from heedless or abusive parents or other adults.

C. HEARINGS

The proceedings of the Juvenile Court are not criminal in nature. A hearing in the Juvenile Court in recent years has become more adversary in nature but is not criminal. Section 503 of the Welfare and Institutions Code of the State of California reads: "An order adjudging a minor to be a ward of the juvenile court shall not be deemed a conviction of a crime for any purpose, nor shall a proceeding in the juvenile court be deemed a criminal proceeding". Section 680 of the Welfare and Institutions Code states:

"The judge of the juvenile court shall control all proceedings during the hearings with a view to the expeditious and effective ascertainment of the jurisdictional facts and the ascertainment of all information relative to the present condition and future welfare of the person upon whose behalf the petition is brought. Except where there is a contested issue of fact or law, the proceedings shall be conducted in an informal nonadversary atmosphere with a view to obtaining the maximum co-operation of the minor upon whose behalf the petition is brought and all persons interested in his welfare with such provisions as the court may make for the disposition and care of such minor".

In keeping with this basic principle, the hearings of the Juvenile Court are informal and private. Spectators are not permitted, and the records of the Juvenile Court are confidential.³

D. REFERRALS

The reason why youngsters come to the Court's attention are numerous. Many people are not aware of the fact that the majority of cases referred to the Probation Department are handled by some means other than court hearing; and

³Nevertheless, because of recent Appellate and Supreme Court decisions and modifications in the law, a trend has developed toward a more formalized process in Juvenile Court in which many of the procedures applied are identical to those found in adult criminal court. They relate exclusively to the jurisdictional aspects of the hearing, that is, the elements bearing on whether or not a wrong has been committed, and are designed to assure a fair hearing. The basic principles of treatment, reformation and rehabilitation, as opposed to punishment per se, remain completely unaffected by court decisions or changes in the law.

that more than one-third of the children who appear before the Court do so through no misconduct of their own. These youngsters are referred because they need the protective services of the Court, because of the following:

1. They may have been neglected, or their homes may have been unfit.
2. They may have no parent, or their parents or guardians failed to exercise proper control over them.

On the other hand, many referrals to the Probation Department result from misconduct on the part of the youngster. The most frequent referrals in 1972 were:

<u>Boys</u>	<u>Girls</u>
1. Incorrigible and runaway	1. Incorrigible and runaway
2. Burglary	2. Drugs and narcotics
3. Auto theft	3. Theft (except auto)
4. Theft (except auto)	4. Sexual offenses
5. Drugs and narcotics	5. Marijuana
6. Robbery	6. Assault
7. Marijuana	7. Burglary

E. INSTITUTIONAL FACILITIES AND PLACEMENTS

Institutional resources play an important role. As we have pointed out, the problems of every child arise from causes which are peculiar to his own situation. For this reason, every child must be treated differently, and in such a way that his particular needs are met. The majority of the boys and girls who come to the attention of the Juvenile Court are placed on probation in their own home in the custody of their parents but under the supervision of a Deputy Probation Officer. Every effort is made to keep the child in his home and to keep the family unit intact.

Unfortunately, in many cases the home environment is so poor that it is not in the best interest of the child for him to remain there. In these instances, the child is removed from his home and placed in the care of the Probation Officer to be boarded out or placed with some suitable foster family. (A more detailed description of foster home placement will be presented below.) Many boys and girls for whom it is felt that neither probationary supervision or foster home placement is indicated, should be able to profit from the routine and discipline offered by an institution. Some of these facilities, with special types of programs, are willing to accept placements made by the Juvenile Court.

1. Private Schools (sectarian and non-sectarian): For the most part, these schools are used for pre-adolescence and children in their early adolescence, whose delinquent pattern is not well established but who need to be removed from unsatisfactory home conditions.
2. State Schools: The Youth Authority of the State of California maintains and administers State Schools for habitual or serious offenders.

3. Alameda County Facilities: Chabot Ranch for Boys, Senior Boys' Camp (Los Cerros), and Las Vistas. Youngsters who are placed in these facilities would otherwise be sent to a State School if the County resources were not in existence. Non-delinquent children over 5 years of age are placed at Snedigar Cottage. Infants to 6 years of age are placed in emergency foster homes, located throughout the County.

Every school, institution or camp has a different program to offer a minor. Therefore, in placing a youth in any of these facilities, careful consideration must be given to the kind of help he or she needs, and to the facility best able to provide such help. We must again remember that placement, in order to be effective, must be made on an individual selective basis.

III. THE JUVENILE DIVISION

Youngsters accused of violations of the law frequently are referred to as juvenile delinquents -- there is no such legal classification in the California Law. The purpose of a petition to the Juvenile Court is not so much to establish delinquency as it is to request the guidance of the Court for reformatory purposes.

The Probation Officer functions as a means by which the Juvenile Court performs its judicial duties. Therefore, the primary concern of the Division of Juvenile Probation is to help and guide the minor and to protect the community. It investigates those boys and girls under the age of 18 whose conduct or attitude bring them to the attention of the Probation Department.

In addition, the Probation Officer and his deputies come in contact with children who do not have behavior problems. They are referred to the Juvenile Division when reports are confirmed that they need protection from abusive parents or other custodians.

A. INVESTIGATION UNIT

It is the function of the Investigation Unit to look into cases referred to the Probation Officer from a variety of sources, including: police departments, other law enforcing agencies, parents, relatives, private citizens, school departments, welfare and health agencies. In addition, some cases are transferred from other counties and from Municipal or Justice Courts.

The Investigation Unit of the Juvenile Division makes a thorough study of each minor referred. The Deputy studies the facts of each incident, all available information is evaluated to learn the reasons for the child's difficulties. When the facts are known, the Probation Officer is then in a position to decide on a plan of action best suited for the particular case in question.

When Court action is considered advisable for the re-direction or protection of a young person, the Deputy who is assigned to investigate the case prepares a written report for the Court. This is a two-part report containing detailed information concerning the incident, known as the Jurisdictional part of the

report, and psychological and social evaluations of the minor, known as the Social Study part of the report. His adjustment to everyday living is studied in an attempt to predict his future behavior in the community.

The Investigating Deputy submits with his report a recommended plan of treatment which is of assistance to the Court in determining a program which will best meet the needs of the child. The Social Study also includes a recommendation for the Court disposition of the case.

Many cases can be closed following the initial investigation because it appears the minor is either not involved in misconduct or that the allegations cannot be substantiated, or that his participation is of such a minimal or fringe nature that to take the matter to Court does not appear to be warranted, or if the offense is not too serious a plan of treatment may be worked out with the parents without Court action.

There are also occasions when the outcome of an investigation will lead to "informal supervision" (to be discussed below). In short, this means that for some cases Court action is not deemed necessary, but the minor and his parents should profit from guidance, provided at the parents' written request.

B. SUPERVISION UNIT

An important function of the Juvenile Division is the supervision and counseling of children and parents. Parents are included because the majority of children who are processed through the Juvenile Court are placed on probation in their own home but under the supervision of the Probation Officer. Supervision seeks to protect minors and to redirect anti-social behavior. Through interviews, home calls and visits to community agencies -- schools, for example -- the Deputy attempts to help minors develop into useful and productive members of society. To achieve this end, the Deputy utilizes casework and counseling techniques. Every effort is made to bring about a better relationship between parents and children; the placement of minors away from their homes is recommended only when such action is necessary for the minor's own protection or for the protection of the community.

Deputies are assigned to the geographic area in which the youth resides. In this way, frequent contact between the Deputy and the minor and the parents is achieved most efficiently.

C. PLACEMENT UNIT (including Family Crisis Intervention and Delinquency Prevention Units)

Minors are removed from the supervision of their parents or guardians by order of the Juvenile Court only when it is deemed harmful should they remain in their own home. In some cases, institutional treatment is necessary to meet special problems; however, many children respond to placement with private families who have been licensed to be foster parents by the State Department of Social Welfare.

The primary difficulty encountered by the Placement Unit involves troubled teenagers. In order to place such wards of the Court in homes which meet their individual needs, it is frequently necessary to make placements in outlying counties. Close working relationships are maintained with health and welfare agencies in these localities, and the foster homes are carefully selected and supervised.

Infants and younger children are more easily placed. Generally, homes can be found for them within the County. The Alameda County Welfare Department places and supervises these dependent children when out of home placement is ordered by the Court.

The aim of the Placement Units is the successful return of the youngster to his own family. While he is in a foster home, every effort is made to replace undesirable habits through wholesome activities; thereby, in a stable environment, he is helped to develop more normally -- physically, emotionally and socially. Inasmuch as difficulties within the family were probably factors in the growth of the problem, the period during which the child is out of the home also enables the Probation Department to work with the parents, to help them accept their responsibilities, and to prepare them for the child's return to his own home.

Many situations, referred to the Department, are such that all family members need to be involved. By so doing, further problems may be avoided. Two programs have been developed to meet this need:

One, a Family Crisis Intervention Unit, involves children usually described as "incorrigible" or "runaways." In these situations, the Probation Officer deals not only with the "incorrigible," but also with the parents. Interviews are continued until at least a temporary solution is reached. Emphasis is on adjustment of family members so that the youth can remain at home, if at all possible, with the need of court action thus being alleviated.

The second is a Delinquency Prevention Unit which uses intensive family-centered casework, with emphasis on preventing the need for court intervention. The youth is referred from the Family Crisis Intervention Unit, by probation officers elsewhere within the Department and by school officials. Children are accepted whose behavior problems are symptomatic of difficulties in the home. The general approach is flexible and includes any appropriate methods of treatment and casework, dependent upon the children and parents' areas of strengths and weaknesses. Early detection and treatment of emotional and behavioral problems of other family members are stressed.

D. THE CHILDREN'S UNIT

In a cooperative program with the Protective Services Unit of the County Welfare Department, the Children's Unit investigates those situations in which children may have been neglected, cruelly treated or abused by adults responsible for the child's care. Reports and recommendations are made to the Juvenile Court when appropriate.

This may result in the child, for its own protection, being placed in a foster or group home, placed under supervision in his own home, placed with a relative, or placed in an institution.

The probation officer also investigates petitions filed by stepparents who wish to adopt a stepchild. Similarly, the Judge of the Superior Court may request the probation officer to investigate petitions for adult adoptions. The law provides that an adult person may petition to adopt any adult younger than himself.

Section 582 of the Welfare and Institutions Code. This section provides for referral for investigation and submitting written reports and recommendations to Superior Court as to the custody, status, or welfare of a minor.

E. TRAFFIC VIOLATIONS

The Juvenile Court, according to California Law, has been given exclusive jurisdiction over juvenile traffic offenders under 18 years of age. This provision is based on the view that traffic offenders are not essentially different from youngsters who have been involved in other forms of misconduct, and that they should be handled in a similar manner. Repeated offenders have frequently been found to have personality disturbances which call for individual study and treatment; these cases can be detected only through an interview. After detection, the Traffic Hearing Officer, who is a specially trained Deputy Probation Officer appointed to this task by the Juvenile Court, can initiate treatment as needed.

The procedure has been for law enforcement agencies and Traffic Hearing Officers in other counties to forward to the Hearing Officer the original of the citation issued to any minor under 18 years of age, with the minor being instructed to await notice of hearing from the Hearing Officer.

On receiving the original copy of the citation, the Traffic Hearing Officer instructs the minor's parents by letter to bring their youngster to the Hearing Office for an interview. The parent's presence is required not only for the beneficial effect on parent and child, but also because the parent, who has assumed responsibility by signing for a minor's license, should be aware of his driving record. The interview is held in the Hearing Officer's office and covers the boy's (or girl's) present offense, his past driving record, driving experience, schooling and an appraisal of the youngster's and the parents' attitude. A disposition is made by the Hearing Officer. Contested matters are calendared for a special hearing before a Traffic Hearing Officer at which time witnesses or others involved are subpoenaed and counsel can be present to represent the minor.

Following consultation with the minor and his parents, the Hearing Officer may make one of the following dispositions:

1. Reprimand the minor and dismiss the matter.
2. Direct the Probation Officer to file a petition bringing minor before the Juvenile Court.
3. Direct Probation Officer to supervise minor for a period not exceeding six months.
4. Suspend or restrict license for period not to exceed 90 days.
5. Order minor to attend traffic school.
6. Order minor to pay to the general fund of the County a sum not to exceed \$50 for each violation.
7. Refer matter to the Department of Motor Vehicles with recommendation for suspension in excess of 90 days or revocation of driving privilege.
8. On request of minor or parent, matter may be referred to county of residence.
9. Assign minor to an approved work program.

In general the Traffic Hearing Officer hears misdemeanor traffic offenses and the Juvenile Court hears all felony traffic cases after the filing of a petition by the probation officer.

F. THE NOTICE TO APPEAR

Section 626(b) of the Welfare and Institutions Code makes it possible to refer juveniles involved in minor offenses or in trouble for the first time without the formality of an arrest. The Notice To Appear helps the investigating Police Officer who often lacks time and necessary background information to determine whether the child should be reprimanded or taken into custody. Instead of taking the minor into custody he can issue a Notice which refers the minor to the Probation Office, where an extensive investigation is undertaken to establish the facts of the offense, the personality of the child, his family situation and other pertinent data.

Often, the minor who is in difficulty in the community gives evidence of similarly disturbing conduct in school. Close cooperation between the Probation Department and the school assures the pooling of significant data and makes possible more effective planning for the child's future. As with other referrals, action is determined on an individual basis in order to serve the best interests of the youngster.

The parent and child are required to appear at the Probation Office for a scheduled appointment to discuss the matter. When the deputy has completed his discussion and investigation, he may dismiss the case; reprimand the youngster and then dismiss the case; decide that informal probation is advisable; or refer the case to the Juvenile Court for further action.

The Notice To Appear has been found to have several important advantages:

1. The Police Officer does not have to decide on the spot whether it is in the best interest of the child to dispose of the matter by a reprimand, or to deliver the youngster to the Juvenile Hall.
2. The Deputy is given an opportunity to investigate thoroughly all factors associated with the incident while the minor continues to reside within the home. This makes it unnecessary to place a young child or minor offender in the Juvenile Hall.
3. The Deputy is in a position to reach emotionally disturbed youngsters at an early age and to re-direct their activities before they establish a set pattern of delinquent behavior.
4. The parents can be made aware of the "danger signs" which precede anti-social conduct; a planned program can be substituted to prevent delinquency. Early identification of problem behavior makes possible the use of informal probation as a means of treatment.

G. INFORMATION SERVICES

The Probation Department maintains Information Services which lists all contacts between minors and law enforcement agencies. Entries which keep the Information

Services up-to-date are based on arrests, citations and on lesser incidents reported orally by the Police. This system of records is a valuable aid in determining whether a Notice should be given or an arrest effected. In addition, a periodic review of these cards reveals those children who are continuing to engage in anti-social acts. Thus, the Probation Department is alerted and may undertake further investigation, even though the minor may not, as yet, have been referred for assistance.

H. INFORMAL ASSISTANCE

While nearly every phase of probation work has a preventive aspect, none is so important in this regard as the handling of "informal cases". These cases, being of a less serious nature, are not brought to the attention of the Court, but are disposed of as a result of a conference between the Deputy and the parents, or by direct referral to another agency. If it appears that the child could benefit from guidance and counsel on an informal basis, the parents may request same in writing.

Provision for informal supervision is to be found in Section 654 of the Welfare and Institutions Code: "In any case in which a probation officer, after investigation of an application for petition or other investigation he is authorized to make, concludes that a minor is within the jurisdiction of the juvenile court or will probably soon be within such jurisdiction, he may, in lieu of filing a petition, and with consent of the minor's parent or guardian, undertake a program of supervision of the minor, for not to exceed six months, and attempt thereby to adjust the situation which brings the minor within the jurisdiction of the court or creates the probability that he will soon be within such jurisdiction. Nothing in this section shall be construed to prevent the probation officer from filing a petition at any time within said six-month period."

I. TRUANCY

Truancy generally is regarded as symptomatic behavior which may develop from a variety of causes. Frequently, it is a sign of emotional disturbance, or it may indicate serious personality maladjustment which may lead to delinquency. Truancy, therefore, should be recognized promptly so that an effort can be made to provide assistance which will prevent further delinquencies. For this reason, the Juvenile Division offers the services of the Probation Officer to participate in informal hearings which include the child, at least one of his parents, and a representative from the school.

Referrals are usually made by the attendance department of the various schools. However, many referrals are received from the parents themselves. The aim of these hearings is to inquire into the causes of the truancy and to work out with the parent and the child a solution for the problem.

If the hearing reveals that further assistance is needed, the Probation Officer may provide informal supervision for the child. More serious cases of truancy are referred to the Court for formal disposition. Cases are dismissed where truancy is of a minor nature and where the hearing itself seems to have accomplished the goal.

J. THE DRUG SCHOOL

The Drug School was developed in January, 1971 with the goal to "turn youth off" drug use. The program goal is to educate the offender and his family in the medical, psychological, social and legal aspects of drug abuse. Through a program of group discussion and relevant outside instructors, the project fosters an awareness of and appreciation for alternative routes for self-awareness, self-fulfillment, self-appreciation and pleasure. An important technique used in the program is the mutual involvement of parents and children in a setting in which they can increase their awareness of each other's problems in order to improve understanding and communication.

Candidates for the Drug School are drawn from early offenders, both Juvenile Court wards and non-wards. A further development in January of 1973 was the inclusion of plans for a "special" Drug School program for highly motivated participants referred by "word of mouth" by police agencies. The "word of mouth" referrals evolved from the desire by police agencies to provide assistance to young people with minor drug problems for whom no legal basis for arrest existed.

The Drug School meets weekday evenings between 7:00 p.m. and 9:00 p.m. in locations in both Southern and Northern Alameda County. The program runs six weeks. Guest lecturers include a law enforcement officer, a local physician, a practicing attorney and one or more former narcotic addicts, followed by small discussion groups.

The Drug School program fills a need in the spiraling social problem of drug abuse. This need in law enforcement is to deal with the causes of drug abuse rather than treating them symptomatically. Through its emphasis on education, communication and family dynamics, it gives to each participant the "tools" to build alternatives to drug abuse.

IV. JUVENILE INSTITUTIONS

A. JUVENILE HALL

Juvenile Hall is the largest of the Department's juvenile institutions. It is a facility for the temporary care of children referred for misconduct described by Sections 601 and 602 of the Welfare and Institutions Code pending intake, investigation, and dispositional decisions by the Probation Officer and the Juvenile Court. The Juvenile Hall facilities and programs include the main Juvenile Hall for boys and girls in San Leandro, a reception center in Oakland for boys referred from northern county referral resources and a Weekend Training Academy program for boys committed as a condition of probation.

At the point of intake, the Probation Officer makes the decision to hold or release any referred child. If held, within a prescribed and brief period of time, the responsibility for continued detention is assumed by the Juvenile Court. The continuing need for such temporary detention is thereafter reviewed by both the Probation Officer and the Juvenile Court and is used only when compelling reasons exist as set forth in the law.

Separation of the child from the family group is a traumatic experience and effort is made to compensate with positive programs in detention. The Juvenile Hall is charged with the basic responsibility of providing secure physical care for the delinquent child, a meaningful program of constructive individual and group activity and a well-balanced school program. Also, effort is made to afford each child with an adequate level of counseling and guidance to meet basic emotional and crisis needs. Regular and special visiting hours are scheduled, recreational programs are provided and medical needs are assessed and treated. A basic treatment program involving Behavior Modification techniques encourages positive response to others while living within constructive limits.

An equally important function of the Juvenile Hall is the observation and study of children in custody and reporting these findings to the Probation Officer. This information is of assistance in formulating long-range plans and is incorporated in the Probation Officer's report to the Juvenile Court. For some who are returned to the community under probation supervision, a condition of that supervision may be brief assignment to the Weekend Training Academy program, a day-care work and citizenship training program. Within that program, Behavior Modification techniques continue to reinforce positive accomplishments.

B. SNEDIGAR COTTAGE

Snedigar Cottage is a facility which provides temporary shelter care for the dependent child whose home is unfit, who has no parent able or willing to provide care, or who has been the object of parental neglect or physical abuse.

At the point of intake, the Probation Department makes the decision to hold or release the child. The need for temporary shelter care is carefully reviewed by both the Probation Department and the Juvenile Court, and as set forth in the law is used only when compelling reasons are present.

Snedigar Cottage is charged with the prime responsibility of providing a safe, relaxed environment for the dependent child, including a program of constructive individual and group activities and a well balanced school program. Every effort is made to provide all children with an adequate level of counseling and guidance relative to their basic emotional and social needs. Additionally, observations of each child in shelter care are referred to the Probation Officer or Child Welfare Worker assigned for consideration in formulating long range plans and inclusion in the report and recommendation to the Juvenile Court.

Separation or removal of a child from a family group is a serious and traumatic experience. Every effort is made to compensate and provide positive environment and programs during the shelter care process. The programs are both active and quiet play, under close supervision, with an emphasis on the child gaining a better understanding of how to get along with one's peers and learning to accept constructive limits.

C. TREATMENT INSTITUTIONS

While the most difficult cases, those requiring long-term institutionalization, are referred to the California Youth Authority for treatment, there is an ever increasing trend to provide such care when at all possible on a local level. Of prime importance in the treatment process if the closeness in proximity of a disturbed child to his friends and relatives. Visiting may, therefore, be more frequent and plans may more readily be formulated for return to the community.

The State of California, in recognizing the value of "close-to-home" treatment, has provided substantial subsidies for the operation and construction of local institutions. Alameda County now operates five institutional treatment facilities which are: Alameda County Boys' Camp, Senior Boys' Camp, Las Vistas and the Intensive Treatment Unit.

D. ALAMEDA COUNTY BOYS' CAMP (CHABOT RANCH)

The Alameda County Boys' Camp is a minimum security institution for boys 12 to 16 years of age who are committed to the camp in lieu of commitment to the California Youth Authority. The boys placed in camp by the Juvenile Court are screened and appear to have the potential for emotional and social change.

In that most of the boys committed have academic deficiencies, the camp school program is an important part of the total rehabilitative effort. Classes are held in English, mathematics, science, shop and physical education under State credentialed teachers. School is geared to the boys' individual academic level and an attempt is made to stimulate academic interest.

The evening program consists of a variety of recreational activities including craft clubs, indoor activities such as pool, ping-pong, weight lifting and television, and outdoor sports such as basketball, volleyball and softball. There are also regularly scheduled outings from camp as part of the recreation program. As nearly as possible, an attempt is made to meet the needs of individual boys through presenting a variety of activities in the recreation program.

A work program consists mainly of building and grounds maintenance, utilizing as many boys as possible and attempting to provide them with a basic work training experience.

During a boy's stay in camp, he is worked with by a Deputy Probation Officer who attempts to achieve with him a meaningful, constructive relationship. This relationship is designed to help the boy attain some increased self-awareness and to cause him to examine alternative values to those he held upon commitment to camp. Family-related problems are dealt with to the extent possible through family counseling.

A board of review process is used to help the Deputy Probation Officer with his treatment planning and to allow the boy to know exactly where he stands in the program with regard to behavioral expectations and release planning. Each boy is dealt with as an individual to the extent possible. When a boy is felt to have attained maximum benefit from the program, pre-release

planning is finalized and the boy is returned to Court with a recommendation for release to an appropriate community setting with continued probation supervision.

In summary, the camp presents a structured, limit-setting environment that is sufficiently flexible to meet the needs of individual youths through a therapeutic relationship with a consistent, caring adult.

E. SENIOR BOYS' CAMP (LOS CERROS)

The Alameda Senior Boys' Camp is a minimum security treatment institution for boys 16 to 18 years of age who are committed to the Camp by the Alameda County Juvenile Court. The boys placed in the Camp are those who appear to have the potential for redirection and are able to profit from the Camp work and school program.

The work program for Senior Camp boys with the East Bay Regional Park District is an important part of the Camp structure. Boys are assigned to the park program after completing Phase I of the school program. Besides learning basic work habits and skills, the boys also learn to appreciate nature, periodically, ranger naturalists give talks and conduct tours, with an emphasis during the discussions on ecology and conservation.

The school program now provides for full-time school. The emphasis is on raising the level of boys in the basic educational skills such as reading and math. Individual programs are developed for the boy according to his needs. Each boy goes to school at least one-half day. As he progresses he may be allowed to attend school in the community during the day time and return to Camp after his classes. Boys, after having reached a certain level in the Camp program, may be furloughed to live at home and return to Camp daily to continue in their classes here.

Working closely with the school and the probation officers is a work experience coordinator. He assists by teaching job preparation and vocational counseling. He also assists in locating jobs for Senior Camp boys or placing them in work experience programs for which they can receive school credit.

Selected boys, their parents and probation officers meet for family therapy sessions. The group co-leaders are a trained probation officer and psychologist from the Guidance Clinic. The main goal is to improve family communication. Group counseling is provided for small groups of boys four nights per week.

Other probation officers conduct groups with boys who are either on furlough from Camp or on an "in and out" status (working on jobs, attending school in the community). These groups use a modified "Guided Group Interaction" approach. This is a reality-oriented technique. It places responsibility for behavior on the boy. He is held responsible for what he does and is held accountable.

One goal of these groups is to help the boys develop insight into themselves and learn from their own and others' experiences on how to succeed in the community.

Pre-release planning provides additionally for a furlough program for some boys on a selected basis who are released to accept verified employment or to return to school in the community. Under this system the boy resides in his home but continues under commitment to the Camp and under the supervision of the Camp deputy who supervised the boy while at Camp.

After completion of the Camp program and upon the recommendation of the Camp staff, the boy again appears in Court before the Judge who committed him for a review of his adjustment and plan for the future. Upon the Judge granting terminal leave from Senior Camp, the boy returns to the community and the case is transferred to the Terminal Leave Unit under the supervision of a Terminal Leave deputy probation officer.

The heart of the Camp program is the day-to-day experience of the boys in the Institution which allows for a close relationship between boys and the staff. The main objective is to provide the boys an opportunity for self-rehabilitation, change asocial attitudes and life styles to socially accepted ones which is guided and supported by the total Senior Camp program.

F. LAS VISTAS

Las Vistas, the former Alameda County Girls' Home, was established in 1972, and is a community based training and rehabilitation residential treatment facility for boys and girls, 11-17 years of age. Boys and girls are placed at Las Vistas by the Juvenile Court and are provided an environment within which to work through problems experienced in their community and family lives. The program offers a variety of treatment approaches including individual, group, and family counseling, education, pre-vocational training and recreation, all aimed at assisting the students in developing strength of identity, a feeling of self-worth and respect for others and community life. The Las Vistas staff of deputy probation officers, group counselors and night group supervisors are regularly assisted in the treatment endeavor by psychologists and social workers of the Probation Guidance Clinic.

Las Vistas is located near the other county juvenile facilities (both boys' camps, Juvenile Hall and Snedigar Cottage) in the San Leandro Hills area. Two cottages (or units) one for boys and one for girls, each of minimum security design, provide living space for twenty-four boys and twenty-four girls, each with their own room. A third building provides space for recreational facilities, group meetings and other activities during the non-school hours. Open lawn and surfaced play areas as well as access to the juvenile institutions' nearby swimming pool complete the physical facilities. Local community facilities and programs outside of Las Vistas add to the available resources which staff and teachers utilize in an attempt to provide a diversified approach to the needs of the individual and the group.

School classes, under the auspices of the County Superintendent of Schools, are conducted daily throughout the year. All work completed by each student earns credit toward his or her high school diploma, transferrable to the school he will attend upon graduation. Completion of high school requirements as well as achieving a G.E.D. certificate are both possible while in residence. Small class size offers the opportunity for more individualized instruction than usually available in the community. When possible and feasible, boys

and girls attend public schools in a district in which they reside. Also, boys or girls may be placed on the Las Vistas Day Care Program. They would then reside at home while attending school and participating in other parts of the program at Las Vistas.

Outings and field trips are regularly scheduled. Weekend leaves are arranged as a vital part of family counseling or as an opportunity for preplacement visits to foster homes. On campus, co-ed activities and individual activities are planned by the student council and staff in conjunction with the adjacent boys' camp groups.

Plans for graduation and return to home or to another placement begin essentially as soon as boy or girl arrives. Individual goals are established with each student, reviewed and revised with her in case review board meetings as he or she progresses. Length of stay varies with the needs of each case, however, each case is reviewed by the Juvenile Court at approximately ninety day intervals. Upon leaving the Las Vistas program, boys and girls may be returned to supervision in the community under a regular or intensive supervision status. Frequently, a "furlough" period precedes formal transfer to post-release caseload, which enables the boy or girl to maintain her relationship with Las Vistas staff during the crucial initial phases of readjustment in her home, school, job and community activities. Re-integration into the community is facilitated originally, however, through the openness of the program, involvement in outside activities, encouragement of constant family involvement and weekend stays throughout the time of stay so that separation from the community is maintained at a minimal level. Through such an approach, it is hoped that basic problems may be left at their primary level and all available resources involved in achieving their solution.

G. INTENSIVE TREATMENT UNIT

The Intensive Treatment Unit is the first locally based diagnostic and intensive treatment program. It was established in 1972. The unit is located in one of the Juvenile Hall living units, but is administered and operated separately from the Juvenile Hall program.

The unit is designed primarily for the function of providing thorough diagnostic evaluations and recommendations to the Juvenile Court. This is a service which was previously conducted by the California Youth Authority. The location of the unit offers the advantage of allowing the boy or girl's parents to remain involved in the diagnostic and treatment planning process.

The unit staff of deputy probation officers, group counselors, and night group supervisors is augmented by a half-time clinical psychologist, a full-time nurse, a part-time school psychologist, and has available through consultation a physician and psychiatrist, thereby providing a full range of medical, psychiatric, educational and psychological diagnosis.

While the unit is within a secure setting, the daily functioning of the unit is maintained at as open a level as possible. The unit has a capacity of twenty boys, primarily between the ages of twelve and sixteen, each having their own room. Recreational activities are provided by staff and volunteer groups within the unit itself, in the play yard attached to the unit and in the Juvenile Hall gymnasium.

School classes, under the auspices of the County Superintendent of Schools, are conducted daily throughout the year. All work completed by each boy earns credit transferrable to the school he will attend upon leaving the unit.

Each boy entering the unit is carefully screened by a selection committee prior to the time a recommendation for commitment is made to the Juvenile Court. Following medical exams, psychological, educational and psychiatric testing and interviewing, and a report from the counselor assigned to the boy in the living unit, a co-ordinated effort is made to recommend the most applicable treatment program for the boy. Length of stay in the Intensive Treatment Unit varies depending upon the diagnostic needs in each case, however, in no case is it longer than ninety days. Following the Intensive Treatment Unit, boys may be returned to field supervision in their own homes, be placed in foster homes, private institutions, California Youth Authority or one of the other county treatment facilities.

V. THE ADULT DIVISION

The philosophy of Adult Division services is embodied in the Departmental "Statement of Purpose". The Division, in a general way, has two major functions, investigation and supervision.

A. INVESTIGATION

In 1972, over 10,500 full-scale social investigations were completed by the Adult Division on persons referred by the courts or other agencies. Most of these involved criminal matters, though certain civil child support and other cases are included. In addition, in its first year of operation, the Pre-Trial Release Program prepared over 7,300 reports on defendants applying for release on their own recognizance.

Presentence Investigations. By law, the Probation Officer must prepare a report for the court on every convicted felon and on any misdemeanants referred by the court. This report must include "...the circumstances surrounding the crime and the prior history and record of the person" as well as the Probation Officer's "...recommendations as to the granting or denying of probation and the conditions of probation, if granted".

The basic task of the adult investigation process is to study offenders referred by Superior and Municipal Courts after conviction and prior to sentence. Its objective is to assist the courts in making appropriate disposition of these cases taking into account community protection, needs of the offender, and the availability of rehabilitative resources. The investigator seeks information from all possible sources utilizing a variety of data-gathering techniques, including interviews with the offender and with persons connected with the offender and/or his case, and extensive telephone and mail inquiry.

Courts are provided with comprehensive written reports which contain, in addition to the offender's history, the investigator's assessment of his suitability for probation and a recommendation as to disposition. Following a grant of probation, the report is used in the probation supervision process, or if probation is not granted, by other correctional or treatment facilities. Investigators designated as court officers, in addition to case investigation, provide Probation Department representation in courts in probation matters (case

referral, disposition, revocation, modification, release from penalties, and reduction from felony to misdemeanor).

Pre-conviction Investigations. Historically, the courts have referred a few selected defendants for probation reports prior to conviction primarily to determine if there might be mitigating circumstances. In 1973, a new law provided for the pre-conviction referral of defendants charged with certain drug offenses for evaluation and recommendation as to whether they should be placed in a special Diversion program. With the concurrence of the District Attorney, selected offenders may be supervised for up to two years by the Probation Officer with the understanding that, if they complete this Diversion program successfully, the charges will be dropped.

Pre-Trial Release Program. Immediately after arrest and booking, most arrestees are eligible to apply for pre-trial release screening by the Probation Department or, in the Berkeley-Albany area, by an independent Own Recognizance (O.R.) Project. The Probation Officer interviews the person, verifies as much information about him as possible, and generally within a day of arrest presents a brief report which aids the Court in determining whether the person will be released on his own recognizance or his bail reduced. This program has resulted in the release of defendants who otherwise would have been held in jail and the corresponding savings of thousands of dollars in institutional costs to the County.

B. SUPERVISION

At the beginning of 1973, there were over 12,000 clients being supervised by the Adult Division, approximately two-thirds of the Department's total clientele. Of those persons, about one out of eight was female and six out of ten under twenty-six years of age. Supervision workloads average roughly 140 cases for woman and 170 for men deputies with the exception of a few caseloads subsidized by the State which are kept under fifty.

The Division provides a wide range of services, either directly or by referral to other community resources, for these clients. The basic purpose of supervision is to assist probationers in carrying out court orders and in successfully making a community adjustment without further law violations. This requires an ongoing evaluation of behavior, counseling, working with other persons who are associated with the probationer, and the use of other community resources, both public and private. When appropriate, new recommendations are made to the court for consideration. Some of the more specialized supervision programs are mentioned below.

Drug Abuse Program. The number one priority of the Alameda Region Criminal Justice Planning Board is drug abuse. The Adult Division has attempted to respond to this crisis by strengthening its own services and by utilizing other relevant programs in the community. Special reduced caseloads dealing only with drug abusers have been greatly increased. Many users are also being referred to detoxification and outpatient drug centers throughout the community; increasing numbers of the more hard-core are being placed in methadone or therapeutic community programs. For most of these drug abusers, regular urinalysis testing is a condition of their probation. Testing is used both for surveillance purposes and to assist the client in controlling his habit. In spite of these efforts, however, drug abuse remains one of the most critical and difficult problems for the entire community.

Alcohol Program. Like narcotics, alcohol has traditionally received special attention within the Adult Division. As with drug abusers, there are problem drinkers on virtually every caseload. Similarly, there are specialized caseloads to deal specifically with many of the clients who pose the most serious risks due to alcohol abuse. Frequent use is also made of the County's Alcoholic Clinics, Alcoholics Anonymous, and other relevant resources in the community.

Collection of Financial Obligations. A major responsibility of the Adult Division is to attempt to collect financial obligations imposed by the courts as a condition of probation. During 1972, the Division collected some \$1,746,000 in child support, \$131,000 in restitution to victims of crimes, and \$240,000 in fines and penalties ordered by the courts, resulting in \$2,117,000 being returned to the community by persons under supervision.

Volunteers in Probation. Since 1971, the Division has been developing a program to utilize volunteers from the community to enrich the services provided clients. The number of involved volunteers has grown steadily to approximately eighty in June, 1973. Volunteers are carefully screened for motivation and skills, given a condensed training course, and then assigned to work with one or more clients under the supervision of a line probation officer. The Division is firmly committed to this program and views the use of volunteers not only as a means of supplying additional, often unique, services to its clientele but also as a community relations program.

Classification. In January, 1973, the Department initiated a pilot classification program geared at distinguishing between different types of clientele for case management and treatment purposes. It has since been expanded to all new cases assigned to the Division. It is hoped that these classification tools will assist in determining the level of supervision needed by each client and assist in diagnosing and developing appropriate treatment strategies.

VI. INTENSIVE SUPERVISION

Since 1966 with funding by the State of California, there has been established a special supervision program. This is frequently referred to as intensive supervision. In this program, caseloads in both Juvenile and Adult Divisions are limited and close supervision and treatment are the prime tools. The persons in these caseloads are primarily those who are eligible for commitment to state correctional institutions but for whom intensive supervision might preclude the necessity for such a commitment.

VII. THE GUIDANCE CLINIC

The Guidance Clinic, a part of the County Department of Institutions (medical and mental health services), assists the Probation Department through psychological services which it renders to those children and adults referred to it for study.

The Psychiatrists, Clinical Psychologists, and Psychiatric Social Workers of the Guidance Clinic perform several duties. Through case consultation with the Deputy Probation Officers responsible for cases in all divisions of the Probation Department, the Clinic staff provide helpful assistance in developing a clearer understanding of case dynamics. Thusly, they assist in the formulation of a meaningful case plan. An attempt is made to evaluate the individual's assets, and liabilities, whether he or she appears capable of being guided on probation, or whether specialized institutional care is needed.

Re-evaluation is carried out from time to time when a reappraisal is indicated, either while the client is under supervision in the community or, in the case of juveniles, under institutional care.

In the cases where there is need for further, more specialized diagnostic work, the Clinicians see the clients for interview and application of tests of intelligence, personality, aptitudes, etc. This clinical study is of further assistance to the Deputy in understanding the individual with whom he is working and for whom a treatment plan is being made or carried out.

Some cases require psychotherapy involving varying degrees and types of treatment. This determination is made by the Clinician and carried out to the extent that time and other demands permit. Fees are charged for this service, based on the individual family's ability to pay. Family involvement and effort is extended to include those who have an important role in effecting the client's adjustment.

Referral of minors or adults for out-patient psychiatric or medical care is a part of the service available through the Guidance Clinic. Such is done when deemed appropriate by the Clinician.

The expanding use of psychological services -- as provided by the Clinic -- indicates the importance of gaining an understanding of people and their actions before help can be given.

VIII. TRAINING, RESEARCH AND GRANTS

A. TRAINING

Initial and continuous training of staff are deemed to be essential parts of the Department's program to fulfill the goals of prevention, rehabilitation and effective community protection. Staff is the agency's most important resource and the value of its programs, no matter how expertly devised, will largely depend upon the quality of personnel involved in their implementation.

Toward this end and to aid in meeting the stated purpose of the organization, the Department conducts the following training courses designed to give as broad and as thorough an understanding as possible of probation as a correctional process in both juvenile and adult fields:

1. An initial training program of six months' duration for the newly employed Deputy Probation Officer Trainee. This program is oriented toward bringing

together qualified persons from diverse academic and experience backgrounds. The trainee is engaged for a six-month period in classroom work and in supervised on-the-job casework activities. On completion of the training program, a promotional examination qualifies the trainee for advancement to the position of Deputy Probation Officer I, for full-time assignment within the adult, juvenile, or institutional divisions of the Department. Qualification for any position within the Department is achieved through Civil Service examination.

2. Special orientation is given to those who qualify to be initially employed as a Deputy Probation Officer I. This includes those within the Department who have worked for one year as a Group Counselor I and others who are college graduates and have been employed for at least one year in other counties or states in the correctional field. The orientation is on an individual basis and designed to meet the needs of that employee.
3. A wide variety of inservice training programs are made available throughout the year based on the needs of staff. These courses are designed to improve the knowledge and the expertise of the staff member. In some instances this course may be developed in conjunction with nearby colleges or universities.
4. Special training is organized on a unit basis to meet the needs of a particular unit, or in connection with a newly developed program.

B. RESEARCH AND GRANTS

The Research Unit of the Probation Department is the instigator, director, and evaluator of many research projects in progress at any one time. Part of the work of the Research Unit has been to establish and guide special projects financially supported by outside funds. Grants from the Ford and Rosenberg Foundations are notable examples of such projects recently, specifically involved in prevention group work with elementary school age youngsters and investigation of the relationship between employment and delinquency among older youths who have graduated from the Senior Boys' Camp. Other research effort is being devoted to various studies, such as aggression among youth; caseload classification and management; the effectiveness of specialized case supervision activities; trends of crime and delinquency in Alameda County; management problems and others, to name a few. Referral to the Research Unit's "Report of Activities", annually published, provides a complete and up-to-date reference.

Without the research component, planning and evaluation of activities are not possible. Therefore, the Research Unit's function is an essential and vital aspect of the Department's total program.

IX. DELINQUENCY PREVENTION

In dealing with fire prevention or flood control a community can do certain things in advance which can later be credited directly with having avoided a tragic disaster. To prevent the development of a delinquent career, on the other hand, is a much more complex and involved matter. The reason for this has already been indicated: there is no single cause for delinquent behavior.

Experience has shown that in a healthy community, where children can develop normally, it is much more difficult for delinquency to make inroads. It is for this reason that our approach to the prevention of delinquency has sought to encourage the development of community-wide programs, designed to promote the general welfare of the community. In this perspective, delinquency prevention becomes a by-product of an improved society.

The Probation Department for many years has been active in the prevention of juvenile delinquency. About thirty years ago, members of the Probation Department began to take an active role in the establishment of the Coordinating Council plan of community organization in Alameda County, and in the introduction of the Boys' Club movement in Oakland. Both the plan and the movement have served to channel the energies of the many boys into healthier and more constructive outlets.

The Citation System, the program of Informal Probation, the Family Crisis Intervention Unit and the Drug School, are an integral part of our prevention program. Through these devices discussed earlier in this booklet, it is possible to identify disturbed youngsters at an early stage and to offer remedial treatment designed to prevent future misbehavior.

In 1949, the then presiding Judge of the Juvenile Court appointed fifteen lay citizens to the "Alameda County Committee for the Prevention of Juvenile Delinquency".⁵ This Committee, assisted by the Senior Deputy Probation Officer who serves as Executive Secretary, has been actively engaged in fostering programs which seek to build a healthy society and to promote the welfare of the youth in the community. A separate booklet, "About That Ounce . . .", describes the Committee and its work more thoroughly.

X. JUVENILE JUSTICE COMMISSION

The appointment of the Juvenile Justice Commission is provided for by law. The responsibility for the selection of its members rests with the Presiding Judge of the Juvenile Court.

The Commission is required by law to have a membership of at least seven citizens. Members serve without compensation and are appointed for four-year terms. They are outstanding community leaders who have demonstrated their interest and concern for the welfare of our citizens, with major emphasis upon those problems affecting children and youth.

The Juvenile Justice Commission, previously known as the Probation Committee, has changed its role as probation departments have improved the nature of their services. The Probation Committee was to assist the Probation Officer in the performance of his functions by administering the operation of Juvenile Hall, visiting and investigating private institutions wherein Court wards were placed and performing other functions with regard to Court wards. Now, however, as the Juvenile Justice Commission, its many duties are outlined in the Welfare and Institutions Code and center primarily around the administration of the Juvenile Court Law in the County.

⁵Section 536 of the Welfare and Institutions Code authorizes the Juvenile Court to establish or assist the establishment of any council or committee having as its object the prevention of juvenile delinquency.

XI. SUMMARY AND OUTLOOK

Each person is an individual. Just as there are variations in physical appearance from person to person, so there are variations in the causes of misbehavior of different people. Accordingly, the treatment of each person must vary from case to case.

This guiding principle -- treatment must be individualized -- accounts for the different disposition the Court may make of two persons involved in the same offense. For instance, two minors may be appearing before the Court for auto theft. One may be placed in an institution because his difficulty is the result of improper supervision and discipline at home. He should benefit from the routine of a correctional facility which offers around the clock supervision. The second may be placed on probation in his own home because careful study of his case indicates that he should adjust in the community with supervision and assistance.

This example should help to explain why one person may be placed in an institution after his first appearance before the Court, while another may be continued on probation in his own home despite more than one Court appearance.

A. TREATMENT

Many changes have been made in recent years in the philosophy and technique of probation services. Probation used to be looked upon as a means of "checking up" on a probationer, as a second chance, or as a lenient disposition. Unfortunately, this view is still fairly prevalent. Today, however, probation means much more than these things. Probation is an active attempt to discover and remove the causes of an individual's problems.

Effective probation treatment utilizes the method and concept of family casework. The responsibility of the Deputy is to develop a relationship of mutual respect, understanding, sincerity and confidence between himself and the probationer. In this way, the Deputy guides the probationer to accept and understand authority and the need for conforming to social regulation, to become aware of the reasons behind his misbehavior and to direct his energies and activities into socially acceptable channels.

Because treatment must be individualized and because some problems are more complex than others, there is no set period of probation for juveniles. A child remains a ward of the Court until the age of 18 or until the Judge issues a further order. Adult offenders are placed on probation for a specified period of time, varying from a few months to several years. The period of probation can be lengthened or shortened by modification of the original Court order; this is done from time to time to develop a program of treatment which is in keeping with the needs of the individual.

B. PERSONNEL

The Probation Officer and his Deputies deal with human behavior. They must have an understanding of why people do the things they do. There is no single

explanation of motivation; on the contrary, the reasons for human behavior are complex. Therefore, if the Probation Officer is to have success in his treatment of offenders, he must be skilled and highly trained.

As indicated, the Probation Officer uses the techniques of casework, which call for a genuine feeling for people. His academic training can increase his capacity to do effective work, but without this warmth, no amount of training can make him into an effective probation officer.

He must be a combination of several things: he must understand human motivation; he must practice casework; he must have a grasp of interviewing techniques; he must be familiar with the law; he must understand how social structure and culture shape individual behavior. Finally, he must know the resources of his community, and the facilities at his disposal. Without these skills, the effectiveness of his work will be severely limited.

Before the Deputy can bring these skills into play, he must overcome one difficult hurdle: most of his clients do not seek help voluntarily; casework is possible only when the client seeks assistance -- when he wants help. The first task of the Deputy, therefore, is to interpret his duties to the probationer and to form the type of relationship which makes casework possible.

C. FINANCIAL DESIRABILITY

Money is a criterion often used to evaluate the success of a program and surprising as this may seem, probation can be measured in terms of dollars and cents. The actual savings, achieved through probation services, come from five sources:

1. Institutions: The cost of probation services compared favorably with the cost of placing juveniles and adults in institutions. According to the National Council on Crime and Delinquency it costs an estimated \$8.09 per day in California to keep an adult inmate in one of California's prisons. The cost was even greater in the field of juvenile treatment, with the institutional cost figure in Youth Authority institutions averaging an estimated \$16.71 per day. According to the National Council, estimates to keep one person under probationary supervision costs \$1.23 per day. This demonstrates the difference in cost to the community between institutional incarceration and supervision on probation.
2. Taxpayers: Many boys and girls, age 16 or older, as well as adults on probation are working. When they pay taxes, they actually contribute to the public treasury instead of draining it.
3. Restitution: As a condition of probation, the Court sometimes directs the older boy or girl to pay for the damage done. Invariably, when adults are released on probation, they are required to pay back the loss suffered by an injured party. On the other hand, individuals who are placed in institutions cannot work and cannot pay restitution.
4. Relief: If the breadwinner of a family is placed in an institution, the family is likely to become dependent upon public aid; on probation, the head of a family, an adult or older youth, is able to work and can continue to contribute to the support of the family.

5. Citizenship: As the result of rehabilitation, the probationer, through the years, is able to repay the cost of his treatment in the community. Individuals who have profited from treatment and become good citizens through probationary treatment will pay back to society many times the cost of their rehabilitation.

In addition to financial desirability, there are other advantages to the program. To the individual on probation, it offers the opportunity to prove to himself and the community that he can make good. While on probation he continues to meet his obligations to his family and to society. Further, individuals placed on probation avoid the stigma attached to institutional commitment. They not only avert the stigma for themselves, but for the innocent members of their families who might be adversely affected by community censure.

D. GOALS

Obviously it would be untrue to claim that current probation practices are perfect. If the following goals were realized, the nature and quality of the probation treatment could improve.

1. We need more knowledge about motivation of behavior and causes of delinquency. The research in this field is still in its beginning stages. As we learn more about human motivation and why people do the things they do, we will be able to offer better assistance and services.
2. Only specialists can operate in an area calling for special skills. Because the field of probation is so new, there is considerable discussion and uncertainty, even among Probation Officers themselves, as to what constitutes the best kind of preparation for the field. Further research in this area is also indicated.
3. Even if caseloads were small, if knowledge were adequate, and if personnel were trained more effectively, we could not achieve maximum efficiency without greater understanding by the general public of the nature of our work.

Delinquency and crime are community problems. The brochure you have just read seeks to increase public understanding of probation services. As we succeed in this attempt, we can look forward with confidence to continued progress in the prevention of juvenile delinquency and the rehabilitation of adult offenders.

OAKLAND, CALIFORNIA
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